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ABSTRACT

A FORMER NEW JERSEY LOCAL OFFICIAL DISCUSSES THE COMPLEX ORGANIZATIONAL STRUCTURES IN UNIVERSITIES, GOVERNMENT, AND BUSINESSES THAT HAVE DEVELOPED TO SERVE THE NEEDS OF CITIZENS. EACH OF THESE SPECIALIZED STRUCTURES DEVELOPED A RATHER HIGH LEVEL OF EFFICIENCY, AND EACH SET ITS OWN PRIORITIES, CRITERIA, AND COST FACTORS. NOW THIS FUNCTIONAL DISSECTION IS TOO COSTLY, PARTICULARLY SINCE THE TECHNOLOGY IS AVAILABLE TO MINIMIZE IT. NEW JERSEY STATE STATUTES THAT DELINEATE COOPERATIVE EFFORTS ARE CITED. SOME INITIAL STEPS TO DIMINISH THE DISSECTION BETWEEN THE EDUCATIONAL AND GOVERNMENTAL SEGMENTS OF SOCIETY ARE LISTED. (MF)

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FUNCTIONAL DISSECTION

THE NEMESIS OF COEXISTENCE

U.S. DEPARTMENT OF HEALTH, EDUCATION & WELFARE
OFFICE OF EDUCATION

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JAMES A. ALLOWAY, DIRECTOR
DIVISION OF LOCAL FINANCE

OCTOBER 23, 1969
ATLANTIC CITY

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IT HAS COME TO BE PRETTY WELL ACCEPTED NOW THAT BEHAVIOUR PATTERNS ARE ESTABLISHED OVER A PERIOD OF TIME. NOT ONLY IS IT WELL ACCEPTED, BUT WE ARE TOLD BY PSYCHOLOGISTS AND SOCIOLOGISTS THAT IT IS GENERALLY A GOOD THING. THEY TELL US THAT ONCE WE DEVELOP AN HABITUAL PATTERN FOR ACTION AND INTERACTION IN A GIVEN SITUATION, WE BECOME COMFORTABLE. IT IS IN THIS WAY THAT THEY EXPLAIN TO US OUR NATURAL TENDENCY TO RESIST CHANGES. THIS IS THE REASON TOO, THAT WE ARE SLOW TO RECOGNIZE CHANGE WHEN IT TAKES PLACE. IT ACCOUNTS VERY WELL FOR OUR TENDENCY TO GENERATE THE SAME ANSWERS TO TODAY'S PROBLEMS THAT WE FOUND ACCEPTABLE FOR DEALING WITH YESTERDAY'S PROBLEMS.

WE HEAR A GREAT DEAL ABOUT HOW RAPIDLY CHANGE IS TAKING PLACE THESE DAYS, AND WE DON'T NEED A STAFF OF EXPERTS TO TELL US THAT THIS IS TRUE. IT IS TRUE BECAUSE MORE THINGS ARE CHANGING. HOWEVER, I THINK IT IS IMPORTANT FOR US TO UNDERSTAND THAT CHANGE IN ANY GIVEN AREA, PARTICULARLY WHERE LARGE, PEOPLE-ORIENTED ORGANIZATIONS ARE INVOLVED, DOES NOT TAKE PLACE THAT RAPIDLY. IN FACT, LARGE SCALE ORGANIZATIONS, PARTICULARLY THOSE THAT ARE NOT PROFIT DEPENDENT OR ORIENTED, HAVE A BUILT-IN FACTOR, WHICH RESIST CHANGE. CIVIL SERVICE EMPLOYEE GROUPS AND TEACHER ORGANIZATIONS DEMAND TENURE AND STRONGLY RESIST PROMOTION FROM OUTSIDE THEIR RANKS; MUNICIPAL COUNCILS AND BOARDS OF EDUCATIOM MOVE WITH EXTREME CAUTION AND RELUCTANCE WHERE MAJOR ORGANIZATION AND PERSONNEL SHIFTS OR ELIMINATIONS ARE RECOMMENDED, EXISTING PROGRAMS, REGARDLESS OF HOW INEFFECTIVE IT IS, WILL RECEIVE ITS FUNDING EASIER THAN A NEW MORE PURPOSEFUL PROGRAM. THE LONGER,

MORE COMPLEX AN ORGANIZATION, THE MORE DIFFICULT IT IS TO SENSE ITS INEFFECTIVENESS AND ITS RELUCTANCE TO CHANGE. WHEN ONE TERMS OUR SOCIETY AS A COMPLEX SYSTSM; THERE IS THE DANGER THAT IT CAN COLLAPSE BEFORE WE DETERMINE THAT IT IS NO LONGER PURPOSEFUL.

THE PECULIAR SET OF BLINDERS THAT WE WEAR AS PEOPLE MAKES IT DIFFICULT FOR US TO LOOK BEYOND THE OBVIOUS IN ALL BUT THE SIMPLEST OF CASES. LET'S TAKE A SIMPLE CASE FIRST. AT LEAST SOME OF US HERE CAN RECALL WHEN AUTOMOBILE TIRES REQUIRED INNER TUBES. THE LOGICAL SOLUTION IN THE CASE OF A PUNCTURE WAS TO PUT ON A PATCH. A SECOND PUNCTURE REQUIRED A SECOND PATCH; A THIRD, ANOTHER, AND SO ON. BUT NONE OF US FAILS TO RECOGNIZE THAT AFTER THE TENTH PATCH THE TUBE WAS RADICALLY DIFFERENT. WE ALL REC-OGNIZE THAT IF THIS SAME PATCHING PROCESS IS CONTINUED, EVENTUALLY THE WHOLE TUBE WILL BLOW OUT ALL OVER AT ONCE. I LIKE THIS EXAMPLE BECAUSE IT IS SIMPLE AND BECAUSE IT ILLUSTRATES SEVERAL POINTS. THE OBVIOUS RESPONSE, THAT IS, PUTTING ON A PATCH, WAS THE ENTIRELY CORRECT RESPONSE AFTER THE FIRST PUNCTURE. AFTER THE SECOND PUNCTURE, IT WAS STILL CORRECT, BUT NOT QUITE AS CORRECT, AND THE DEGREE OF CORRECTNESS OF THE RESPONSE GRADUALLY DIMINISHED OVER TIME AS EXTERNAL FACTORS HAVE CHANGED THE TUBE ITSELF. EVENTUALLY, THE TIME COMES WHEN FACING THAT SAME PROBLEM, A PUNCTURE IN A TUBE, THE RESPONSE OF PUTTING ON ANOTHER PATCH IS ENTIRELY INCORRECT AND JUST WON'T WORK.

YOU AND I HAVE NO DIFFICULTY IN UNDERSTANDING THIS CONCEPT SO LONG AS IT IS KEPT AT THE LEVEL OF PATCHING A PUNCTURED TUBE. BUT WE HAVE DIFFICULTY IN APPLYING IT WHEN IT COMES TO THE

ORGANIZATIONS CREATED BY US TO SERVE OUR SOCIETY. THE PROBLEMS CONTINUE TO LOOK SIMILAR YEAR AFTER YEAR JUST AS ONE PUNCTURE LOOKS SIMILAR TO ANOTHER. AND WE HAVE KEPT APPLYING THE SAME PATCHES YEAR AFTER YEAR AND OUR SOLUTIONS, AS CONDITIONS HAVE CHANGED, HAVE BECOME LESS AND LESS CORRECT. THE SAME SOLUTION FOR THE SAME OBVIOUS PROBLEM IS LESS EFFECTIVE. I SUBMIT THAT WE ARE NOW AT THE POINT WHERE WE CAN SEE THE END POINT OF CONTINUING THE SAME PRACTICE. THE DIFFERENCE IS THAT WE CANNOT AFFORD TO WAIT UNTIL OUR PRESENT SYSTEM BLOWS UP BEFORE CHANGING OUR RESPONSES AS WE COULD IN THE INNER TUBE CASE. DIFFERENT AND MORE CORRECT, A DIFFERENT SET OF RESPONSES MUST BE FORTHCOMING IF OUR SYSTEM IS TO SURVIVE IN ANYTHING LIKE THE FORM WE KNOW IT.

SPECIALIZATION IN THE PRODCUTION AND DELIVERY OF GOODS AND SERVICES LONG AGO CAME INTO BEING AS A CORRECT AND EFFICIENT MEANS OF SATSFYING THE NEEDS OF OUR CITIZENS. EACH CITIZEN WAS CONSIDERED TO FILL A NUMBER OF DIFFERENT ROLES AT DIFFERENT TIMES. ACADEMIA, GOVERNMENT AND BUSINESS STRUCTURES HAVE BEEN DEVELOPED TO MEET THE NEEDS OF THE INDIVIDUAL. THESE STRUCTURES SPECIALIZED AND DEVELOPED A RATHER HIGH LEVEL OF EFFICIENCY, EACH IN ITS OWN AREA. THESE SPECIALIZATIONS HAVE GROWN INTO DIFFERENT PROFESSIONS, EACH WITH ITS OWN ETHICS AND STANDARDS, EACH PROFESSION HAS DEFINED ITS CLIENT GROUP IN A DIFFERENT WAY. THEY EVEN HAVE DEVELOPED DIFFERENT PROFESSIONAL LANGUAGES SO THAT NORMAL CONVERSATION IS NOT INTERCHANGEABLE FROM ONE PROFESSION TO THE OTHER.

THIS WAS A GOOD SYSTEM, IT WORKED. BUT I SUBMIT THAT IS LONG PAST TIME TO REVIEW THE WHOLE THING, BECAUSE CONTINUING THIS SAME SOLUTION, JUST AS CONTINUING THE PATCHING, HAS BY NOW BECOME CLEARLY LESS CORRECT AS THE ENVIRONMENT OF OUR SYSTEMS HAS CHANGED.

THE INDIVIDUAL IN TODAY'S SOCIETY HAS BECOME FUNCTIONALLY DISSECTED. HIS MANY FACETS AND NEEDS HAVE BEEN STUDIED, DEFINED AND REDEFINED TO THE NINTH DEGREE. HE IS VIEWED, FROM TIME TO TIME, DEPENDING ON WHO'S DOING THE VIEWING, AS:

A CONSUMER
A PARENT
A TAXPAYER
AN EMPLOYEE
A DONER
A VOLUNTEER
A RISK
A STUDENT
A VOTER
A PROPERTY OWNER
A MEMBER
A BROTHER
OR A BOTHER,

BUT RARELY AS A <u>TOTAL</u> BEING.

LET ME PERSONALIZE MY POINT BY SPEAKING AS A PRIVATE CITIZEN. I HAVE THREE CHILDREN IN PUBLIC SCHOOLS. I PAY A SUBSTANTIAL TAX BILL TO FUND THE COST OF THEIR EDUCATION. (AS A FORMER LOCAL OFFICIAL, I KNOW THAT I DON'T PAY THE FULL COST). MY SCHOOL TAX BILL IS 75% OF MY TOTAL TAX BILL, I PAY 15% FOR COUNTY EXPENSES AND 10% FOR LOCAL PURPOSES. THE BOUNDARIES OF MY SCHOOL DISTRICT AND MY MUNICIPALITY ARE COTERMINOUS.

FOR THE LIFE OF ME, I CANNOT UNDERSTAND WHY WE REQUIRE SEPARATE ADMINISTRATIVE OFFICES FOR THE SCHOOL AND THE TOWN. THE JUSTIFICATION FOR DUPLICATE SETS OF DATA PROCESSING EQUIPMENT AND PERSONNEL IS BEYOND MY COMPREHENSION. I GET CONFUSED ABOUT WHY THERE IS SUCH A HUE AND CRY OVER THE USE OF SCHOOL FACILITIES FOR RECREATION AND COMMUNITY PURPOSES. I AM AMAZED THAT SCHOOLS ARE ACTUALLY UTILIZED EFFECTIVELY ONLY 180 DAYS A YEAR.

WHY DO WE NEED TWO SEPARATE LOCAL GOVERNMENTAL PURCHASING OFFICES? WHY DO WE HAVE SPEARATE DEPARTMENTS TO MAINTAIN PARKS, PLAYGROUNDS AND SCHOOL GROUNDS? HOW IS IT POSSIBLE THAT TWO CRAFTSMAN DOING EQUIVALENT WORK, ONE IN THE SCHOOL AND ONE IN THE TOWN, ARE WORTH DIFFERENT PAY SCALES? WHY DOES ONE OF THE TWO ORGANIZATIONS CONTRACT OUT ENGINEERING AND SURVEYING WORK WHEN THE OTHER ALREADY HAS A DEPARTMENT TO DO JUST THAT? WHY ARE THERE PUBLIC GARAGES TO REPAIR MUNICIPAL EQUIPMENT INTERNALLY WHILE SCHOOLS ARE CONTRACTING SUCH REPAIR OUT TO LOCAL PRIVATE GARAGES AT MUCH HIGHER COSTS? WHY CAN THE TOWN PICK UP ITS OWN GARBAGE AND SHOVEL ITS OWN SIDEWALKS WHEN THE SCHOOLS MUST CONTRACT THIS WORK OUT? WHY, IN CERTAIN INSTANCES, MUST SCHOOLS BUY LAND WHEN THE MUNICIPALITY ALREADY HAS UNUSED LAND AVAILABLE FOR SCHOOL SITES OR LAND WHICH COULD BE SWAPPED FOR ADEQUATE SITES?

WHY HAS IT BEEN RELATED TO ME FROM GOOD SOURCES THAT CHILDREN HAVE COME HOME FROM SCHOOL AND INFORM THEIR PARENTS THAT, ACCORDING TO THE TEACHER, THE SCHOOL DOES NOT HAVE BOOKS OR SUPPLIES, "BECAUSE THE SCHOOL BUDGET WAS CUT BY THE VOTERS OR BY THE MAYOR AND COUNCIL"--

WHEN I KNOW THAT THE BOOK AND SUPPLY ACCOUNT WAS NOT TOUCHED? WHY DO I CONSTANTLY HEAR COUNCILMEN GROANING THAT A ROAD CANNOT BE FIXED BECAUSE THE SCHOOL GETS 75% OF THE TAX DOLLAR?

BY WHAT LOGIC DOES THE CAPITAL PROGRAM OF THE LOCALITY EXCLUDE THE CAPITAL PLAN FOR THE SCHOOL (WHICH OPERATES THE LARGEST CAPITAL PLANT IN THE LOCALITY)?

WHY? I THINK I KNOW WHY. BECAUSE I AS A TOTAL BEING, DO NOT EXIST IN THE MINDS OF THE DECISION MAKERS OF THE VARIOUS SEGMENTS OF OUR SOCIETY. EVERYONE IS DEALING WITH A PIECE OF MY NEEDS; NO ONE IS DEALING WITH MY TOTAL NEEDS. STATE AND LOCAL GOVERNMENT AND ACADEMIA ARE STILL USING YESTERYEAR'S STRUCTURE AND RATIONALE. WE ALL KNOW IT AS PRIVATE CITIZENS, BUT FEW HAVE TRIED TO DEFINE THE PROBLEM; RATHER WE POINT TO THE SYMPTOMS. AS DECISION MAKERS OF ONE SEGMENT OF OUR SOCIETY, WE SEEM UNAWARE OF WHAT WE HAVE DONE AND EITHER UNWILLING OR UNABLE OR BOTH, TO "PUT HUMPTY-DUMPTY TOGETHER AGAIN." AND IT'S NOT BECAUSE WE ARE DOING ANYTHING THAT'S WRONG. WE'RE STILL APPLYING THE SAME FORMULA WE ALWAYS DID. THE TROUBLE IS THAT BOTH TECHNOLOGY AND THE PROBLEM HAVE CHANGED AND WE NOW HAVE THE CAPACITY TO DO THINGS THAT ARE FAR MORE RIGHT.

I WANT TO CITE SOME EXAMPLES OF FUNCTIONAL DISSECTION DECISION MAKING NOW GOING ON IN OUR COMPLEX URBAN SOCIETY.

1. A STUDENT IS A PERSON. HIS NEEDS DO NOT TURN OFF AT 3:30 IN THE AFTERNOON. A POTENTIAL "RUMBLE" IS NOT SOLVED BY EXCUSING STUDENT EARLY FROM SCHOOL. THE CITY CANNOT ALLOW SLUMS TO BE CREATED AND CRIME TO FESTER WITHOUT DISTURBING THE SCHOOL'S EFFECTIVENESS.

2. I, AS A CITIZEN, AM SICK AND TIRED OF BEING CONSIDERED AS FIVE DIFFERENT PERSONS WHERE EDUCATIONAL, FEDERAL, STATE, COUNTY AND MUNICIPAL GOVERNMENTS COME TO COLLECT MY TAX DOLLARS. <u>THE TOTAL AMOUNT COMES FROM ONE POCKET</u>. THE CITIZEN CANNOT ASSUME A SINGLE ONE OF THE ROLES IN WHICH HE IS CAST BY A BUREAUCRACY AND LEAVE THE REST OF HIS IDENTITY BEHIND. HE CANNOT IN ONE DAY CONSIDER WHAT IS BEST IN EDUCATION FOR HIS CHILDREN AND AT ANOTHER TIME MAKE A SEPARATE JUDGEMENT ABOUT TRANSPORTATION OR SEWERS.

EACH OF OUR SECTORS, EDUCATION AND GOVERNMENT, HAS BEEN SETTING ITS OWN PRIORITIES, ITS OWN CRITERIA, AND ITS OWN COST FACTORS, <u>SEPARATE</u> AND <u>APART</u>, ALMOST AS IF THEY OPERATED ON DIFFERENT PLANETS. THIS FUNCTIONAL DISSECTION OF THE HUMAN BEING IS RIDICULOUS AND <u>IT SHOULD NOT CONTINUE</u>. THIS FUNCTIONAL DISSECTION IS TOO COSTLY, PARTICULARLY SINCE THE TECHNOLOGY IS PRESENTLY AVAILABLE TO MINIMIZE IT.

WHAT HAS BEEN DONE? A SEARCH OF STATE STATUTES INDICATES THAT THIS PROBLEM HAS NOT REACHED THE LEGISLATURE TO ANY GREAT EXTENT. I'LL CITE THE REFERENCES WHERE COOPERATIVE EFFORTS ARE STATUTORIALLY DELINEATED.

1. N.J.S.A. 40:13-1 ALLOWS COUNTIES, SCHOOL AND MUNICIPALITIES TO ENTER JOINT CONTRACTS FOR PUBLIC HEALTH SERVICES.

2. N.J.S.A. 18:20-34 ALLOWS SCHOOL HOUSE AND GROUNDS TO BE USED FOR VARIOUS PUBLIC PURPOSES (LIBRARIES, POLLING PLACES, REGISTRATION AND POLITICAL MEETINGS).

3. N.J.S.A. 18:39-1.2 SPECIAL TRANSPORTATION FOR SPECIAL PUPILS TO REGIONAL SCHOOL DISTRICT-JOINT CONTRACT-BILL PAID FOR BY THE GOVERNING BODY.

4. N.J.S.A. 40:61-5 JOINT CONTRACT FOR USE OF PUBLIC PARKS-PLAYGROUNDS.

5. N.J.S.A. 18:20-18 PUBLIC PLAYGROUNDS AND RECREATION PLACES; TRANSFER BY MUNICIPALITY TO BOARD OF EDUCATION.

6. N.J.S.A. 18:20-22 SCHOOL DISTRICTS GOING WITH MUNICIPALITY OR COUNTY IN ACQUIRING OR IMPROVING EQUIPMENT OF PLAYGROUNDS, ETC.

7. N.J.S.A. 18:20-26 BOARD OF EDUCATION OF CITY DISTRICT MAY INSURE IN A MUNICIPAL INSURANCE FUND.

8. N.J.S.A. 40:60-25.54 ACQUISITION OF LANDS FOR FUTURE SCHOOL SITES.

9. N.J.S.A. 40:176-7 MUNICIPAL ACQUISITION OF LAND FOR INDUSTRIAL SCHOOL.

10. N.J.S.A. 40:60-39 TRANSFER OF MUNICIPAL LANDS FOR SCHOOL PURPOSES; PRIOR DEDICATION, EFFECT.

11. N.J.S.A. 40:50-7.1 JOINT PURCHASE OF MATERIALS AND SUPPLIES BY MUNICIPALITIES AND SCHOOL DISTRICTS ALLOWED BY AGREEMENT.

12. N.J.S.A. 18:18-1.1 JOINT PURCHASE BY AGREEMENT OF SUPPLIES BY MUNICIPALITY, COUNTY OR OTHER DISTRICT.

THE STATE LEGISLATURE HAS NOT PASSED LEGISLATION THAT SPECIFICALLY CALLS FOR JOINT CAPITAL PROGRAMMING; JOINT PURCHASES; CONSOLITATION OF NON-EDUCATIONAL FUNCTIONS, PERSONNEL AND EQUIPMENT.

WE WILL NOT EFFECTIVELY BEING ABOUT NECESSARY CHANGES IN THE RELATIONSHIPS BETWEEN THE MAJOR SEGMENTS OF OUR SOCIETY UNLESS WE EDUCATE OUR YOUTH AS TO THE NEED TO CHANGE.

THE EDUCATIONAL FOCUS IN OUR MUNICIPALITIES HAVE MADE LITTLE EFFORT TO EFFECTUALLY TEACH THE SPECIFICS OF LOCAL GOVERNMENT TO THE STUDENTS. THE POLITICAL ORGANIZATION AND STRUCTURE IS NEVER TAUGHT; WHAT IS WORSE, I KNOW OF NO SCHOOL SYSTEM THAT EDUCATES ITS STUDENTS, AS A SEGMENT OF ITS CIVIC COURSES, IN THE ADMINISTRATIVE ORGANIZATION OF THE STATE, COUNTY AND LOCAL EDUCATION SYSTEM. OUR STUDENTS DEAL WITH THESE TWO SEGMENTS OF OUR SOCIETY THE MOST DURING THEIR EARLY YEARS--YET THIS IS THE AREA THEY RECEIVE LITTLE OR NOTHING FROM OUR EDUCATION STRUCTURE.

WHAT WOULD I LIKE TO SEE AS INITIAL STEPS TO DIMINSH THIS TENDENCY OF FUNCTIONAL DISSECTION BETWEEN THE EDUCATIONAL AND GOVERNMENTAL SEGMENTS OF OUR SOCIETY?

1. BOTH SIDES PLEASE STOP PLAYING THE "TAX RATE GAME." THE CITIZEN IS TIRED OF HEARING HOW MANY POINTS THE SCHOOL BUDGET WENT UP AND THE LOCAL BUDGET WENT DOWN. IT IS TIRESOME TO HEAR MAYORS SAY, "WE WERE ABLE TO STABILIZE THE LOCAL RATE; BUT THE SCHOOL TAX TOOK A MAJOR JUMP," WHEN THE FACT IS THAT THE BUSINESS PERSONNEL REPLACEMENT TAX CAME OFF THE LOCAL TAX ROLLS AND BECAME A REVENUE FOR THE MUNICIPALITY.

   I WANT BOTH SIDES TO DEAL IN GROSS BUDGET TOTALS; TO COMPARE FROM YEAR-TO-YEAR INCREASES IN GROSS BUDGET TOTALS. AND FOR INFORMATION PURPOSES THEN TO BREAK IT OUT INTO THE VARIOUS SEGMENTS OF TAX APPORTIONMENT (FEDERAL-STATE-LOCAL).

2. I FEEL WE SHOULD ABOLISH THE VOTE OF THE PUBLIC ON THE TYPE II SCHOOL DISTRICT BUDGET. FEW MEMBERS OF THE BOARD OF EDUCATION THOROUGHLY UNDERSTAND THE SCHOOL BUDGET. HOW CAN THE VOTING PUBLIC HONESTLY UNDERSTAND IT? IF A CONTRACT HAS BEEN REACHED WITH THE TEACHERS, THIS BUDGET COST CAN'T BE CUT. THIS FACTOR COUPLED WITH DEBT SERVICE, NEEDED CAPITAL ITEMS, AND FIXED OPERATING COSTS TAKE A MAJOR PORTION OF ANY SCHOOL BUDGET.

3. EVERY TAXPAYER SHOULD RECEIVE A COPY OF HIS TAX BILL DECLARING IN DOLLARS AND CENTS THE EXACT AMOUNT PAID TO EACH TAXING DISTRICT.

4. CAPITAL IMPROVEMENT PROGRAMS MUST BE JOINTLY CONSOLIDATED.

5. PURCHASING SHOULD BE CONSOLIDATED.

6. DATA PROCESSING FUNCTIONS SHOULD BE CONSOLIDATED.

7. MAXIMIZE CONSOLIDATION OF MUNICIPAL WORK FORCES.

8. EQUAL PAY SCHEDULES FOR LIKE POSITIONS.

9. BOARD OF EDUCATIONS CONSULTED AND ADVISED ON RATE AND TYPE OF PHYSICAL DEVELOPMENT OF COMMUNITY.

10. AN INTEGRATED PPBS, OR GOAL-ORIENTED BUDGETING SYSTEM BE INSTITUTED THROUGH BOTH SEGMENTS.

11. COMPLETE AND FREE ACCESS TO FISCAL AND POLICY INFORMATION BETWEEN SEGMENTS.

OUR SOCIETY OVER THE PAST 100 YEARS HAS VERY EFFECTIVELY FUNCTIONALLY DISSECTED ITSELF. IT DID SO BECAUSE IT WAS THE ONLY EXPEDIENT MEANS OF MEETING THE GRADUAL DEVELOPMENT OF A MODERN SOCIETY. IN THE LAST 30 YEARS, OUR HIGHLY URBAN SOCIETY, OUR MODE OF LIFE AND THE SCIENCES AND TECHNOLOGIES HAVE ACCELERATED MANY FOLD OUR COMPLEX WAY OF LIFE. THIS RAPID CHANGE HAS NECESSITATED AN INCREASED INTER-RELATION OF OUR DISSECTED SOCIETY NEVER CONTEMPLATED. BUSINESS HAS BEGUN TO RESPONS--ACADEMIC AND GOVERNMENT HAS FAILED TO RESPOND. THIS LACT OF ONE-NESS OF IDENTITY OF OUR URBAN PROBLEMS HAS RESULTED IN THE INEFFECTIVENESS

OF OUR PROBLEM SOLVING EFFORTS. FUNCTIONAL DISSECTION MUST BE DIMINISHED. "HUMPTY-DUMPTY" (THE TOTAL HUMAN BEING AND HIS NEEDS OF OUR SOCIETY) MUST BE PUT BACK TOGETHER AGAIN.

HE KNOWS IT--HE FEELS IT, THE BEST PLACE TO START IS AT HOME, IN OUR SCHOOLS. THE RESPONSIBILITY IS OURS, THE DECISION MAKERS OF ACADEMIA AND GOVERNMENT.

OCTOBER, 1969